

## DOWNTOWN SUISUN CITY

**Typology:** Small Downtown/Local Commercial District

**Location:** Suisun City, Solano County

**Size:** An approximately half-mile long waterfront corridor

### A. District Boundaries and Location

Suisun City's downtown district covers approximately ten city blocks. The district is oriented around the northern and western edges of Suisun Harbor along Main, Solano and Kellogg Streets. Downtown Suisun City is bounded by State Route 12 (SR 12) to the north, Suisun Harbor to the east, Cordelia Street to the south, and the Union Pacific Railroad track and marshland to the west.

### B. District Overview

Figure 3-9 illustrates the district boundaries, primary paths of pedestrian travel, locations of major attractors, parking and transit, which are discussed in more detail below.

#### I. Built Environment

Suisun City's downtown district has been purposefully designed with the intent of creating a pedestrian-oriented atmosphere. The district includes a number of features that work together to accomplish this, including a 5,000-foot long waterfront promenade for pedestrians and bicyclists that connects public spaces and pedestrian plazas; a variety of restaurants, shops, and services oriented to pedestrians; and an intermodal train station, which is supported by a park-and-ride lot.

The downtown district is predominantly surrounded by residential neighborhoods. These surrounding residential neighborhoods consist of a mix of traditional detached single-family residences on small to mid-sized lots,



*Public spaces invite pedestrians along Suisun City's Waterfront.*

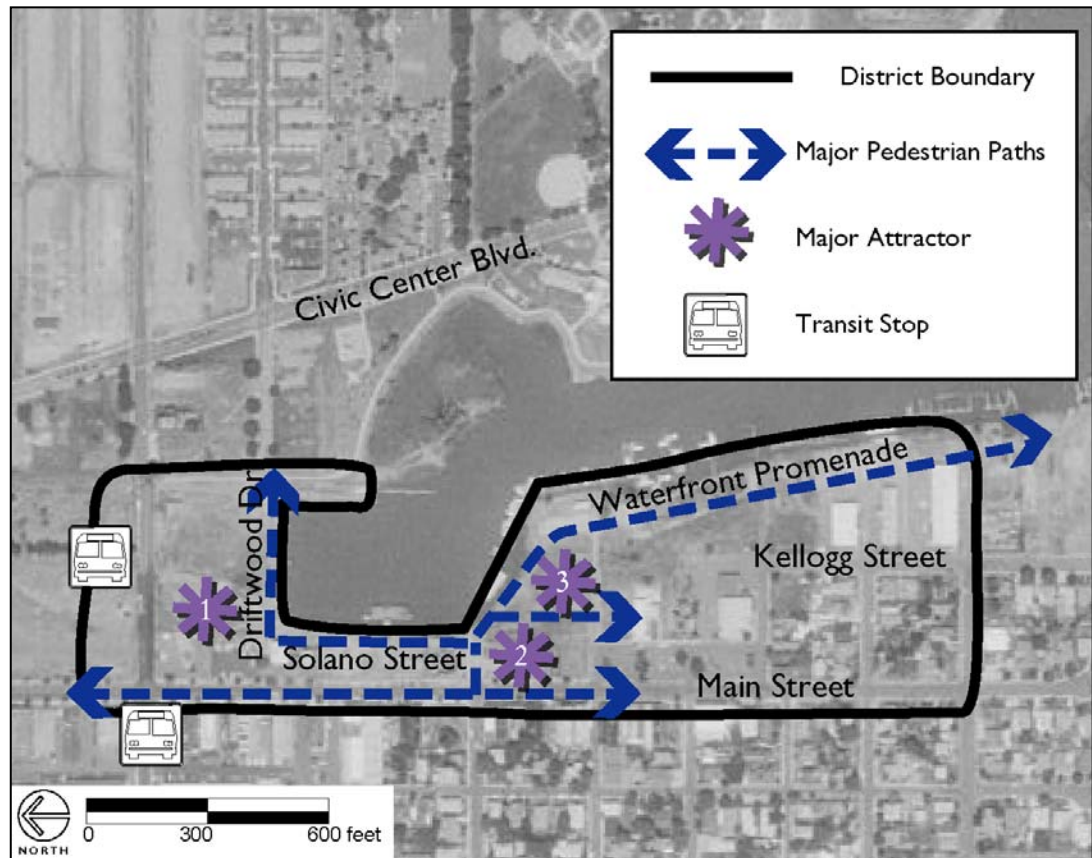


Figure 3-9: Downtown Suisun City Pedestrian District.

along with several smaller-sized, infill, single-family housing projects developed at higher densities using new-urbanist development principles. A major feature in the downtown district is an abundance of parking. The 300-plus space park-and-ride lot located across from Suisun City's Intermodal Train Station at the north end of the district. Through the center of the district parking separates the waterfront promenade from Main Street between Lotz Way and Sacramento Street; however, the lot is narrow and softened by extensive tree plantings and landscaping. A third lot, which is located on Kellogg Street, accommodates restaurant patrons and promenade users at the southern end of the district.



*The Waterfront Promenade wraps around Suisun Harbor, inviting visitors to explore what's around the corner (left). Amtrak's Capitol Corridor Train provides service between Sacramento and Oakland (right).*

The rest of the district's development can be typified as single-story businesses and restaurants oriented towards the street, with existing single-family residences and higher-density housing projects filling vacant parcels around the periphery of the district. Many of the businesses and restaurants located at the south end of the plaza on Solano Street and Kellogg Street include 2-story buildings with mixed ground floor commercial and second story residential uses.

A major component of the built environment and a focal point of the pedestrian environment is the Harbor Plaza. The Plaza is a major public space with a stage, gazebo, expansive lawns, and landscaping. Prefabricated metal warehouses housing industrial uses and vacant lots previously occupied the site.

## **2. Major Attractors**

Major pedestrian attractors in the district are labeled with a star on Figure 3-9 and are numbered as follows:

1. One Harbor Center
2. Harbor Plaza
3. Kellogg Street Restaurant District

Additional attractors include the 5,000-foot long waterfront promenade, the Marina with its public docks and fishing access, the Intermodal Train Station

and a variety of independent restaurants, specialty shops, and boutiques. City Hall, Crescent Elementary School, Crystal Middle School and a community park are located within a quarter mile of the district.

### **3. Transit Service**

The north end of Suisun City's downtown district is anchored by its intermodal train station in a renovated historic train station (circa 1910). The train station is Solano County's only passenger/commuter rail stop between San Francisco/Oakland and Sacramento. The station, along with the 300-plus space park-and-ride lot across the street hosts both local and regional transit providers. Amtrak's Capitol Corridor service operates daily with one-hour headways. Fairfield Suisun Transit and Vallejo Transit provide local bus service as well as commuter bus service along I-80 and SR 12 with 15 to 30 minute headways. The station also hosts Greyhound Bus Lines, which provides regional and interstate travel.

### **4. Pedestrian Paths of Travel**

Suisun City's most active pedestrian route, the Waterfront Promenade, extends approximately 5,000 feet around Suisun Harbor through downtown. Pedestrians use the promenade throughout the day for recreation, and to access uses in and around downtown area. Spikes of moderate activity occur during the lunch hour and early evening, and heavy activity is experienced on weekends and during special events. Main Street, which parallels the promenade, experiences similar activity patterns. To the south of Solano Avenue, pedestrian routes split between the promenade and streets with retail and restaurant uses, including Kellogg and Morgan Streets. Extending southward into the dense Delta Cove residential development on the southern periphery of downtown, these streets sustain low levels of pedestrian activity throughout the day.

### C. Planning History

Suisun City was established in the 1850s during the California Gold Rush, along a trading route between the foothills of the Sierra Nevada and the San Francisco Bay Area. Suisun City prospered in its early days as a trading town. The development of its railroad depot in the 1860s continued that prosperity and it remained a hub of agricultural Solano County until I-80 opened in the 1960s. The opening of I-80 diverted commercial traffic away from the railroad and Suisun City's waterfront into nearby Fairfield. This led to a period of disinvestment that crippled Suisun City's Old Town. Industrial uses along the harbor polluted the ground and water, and the businesses on Main Street failed.



*The waterfront promenade contains a mix of pedestrian features that encourage local residents to use the facility and visitors to stay a while and explore the district.*

A series of efforts were kicked off in the 1980s to restore Old Town and the Waterfront. In 1982, the Planning Department brought together a group of concerned citizens, architects and planning staff to develop a Specific Plan for the revitalization of downtown. Unfortunately, for years no actions were taken, and the City's economic, environmental and social conditions worsened. Then in 1989, the City implemented an aggressive redevelopment program led by the efforts of Suisun City Redevelopment Agency and supported by the City Council and the public.

Using the latest in new-urbanism design philosophy the City issued \$58 million in bonds to develop downtown designs, purchase blighted properties in the district and install new public infrastructure including water, sewer, streetscape projects, sidewalks, parking, facade improvement programs and the Town Plaza. Suisun City also received funding from MTC's Transportation for Livable Communities grant program and the Solano Transportation Authority. The waterfront is once again accessible to the general public,

Main Street is a thriving retail district, a new Public Marina is open and pedestrians actively use the promenade and Harbor Plaza.

#### **D. Regulatory Framework**

In 1990 the Suisun City Redevelopment Agency developed a Specific Plan to address development in the downtown district. The following goals were developed to create a regulatory framework for development within the district:

- ◆ Strengthen the economic viability of the Historic Old Town, Waterfront and adjacent areas, and the city as a whole.
- ◆ Preserve and enhance the historic character of the area.
- ◆ Facilitate appropriate water-oriented and economic uses of the Suisun Channel and adjacent land areas.
- ◆ Protect and enhance natural open space and recreational amenities of the Suisun Channel and adjoining areas.
- ◆ Foster participation between the public and private sector in carrying out a program of revitalization for the Planning Area.

## E. Key Findings

This section explores the key factors that contribute to the area's success as a pedestrian district and factors that continue to create challenges. This section is based on field observations as well as interviews with Suisun City Planning Department staff.

Suisun City's downtown district has undergone a complete renaissance in the past 15 years, as previously described. Improvements have been made to every aspect of infrastructure thanks to a series of bonds, public private investments and grants. The result has been the revitalization of a community that is based around pedestrian activity and transit.

The following factors have the greatest impact on creating Suisun City's pedestrian district:

- ◆ The waterfront promenade provides direct connectivity to major attractors, including the transportation center.
- ◆ Wide sidewalks accommodate both pedestrians and recreational activities, such as rollerblading, and are well suited to handle large numbers of pedestrians during special events and festivals.
- ◆ Low traffic speeds along downtown streets, along with good design, provide a level of pedestrian comfort.
- ◆ The use of colored concrete softens the sun's glare and adds visual interest to the pedestrian environment.
- ◆ Street tree planting and extensive landscaping provide a measure of separation from the roadway, enhancing the pedestrian environment along Main, Solano and Kellogg Streets.
- ◆ Street trees also provide a vertical element to the streetscape to help slow vehicle speeds and shade for pedestrians in warmer months.
- ◆ Ample pedestrian amenities, including seating, trash and recycling receptacles, public restrooms and points of interest, foster a positive pedestrian experience.

- ◆ Ample parking allows visitors to get out and walk.

While the district currently operates well as a pedestrian district, a few changes or improvements could be made as described below:

- ◆ Roadway crossings, especially along Main Street and at the transportation center, lack treatments that increase visibility such as bulb-outs and more prominent striping.
- ◆ A number of remaining vacant and underutilized parcels disrupt the urban fabric and can discourage pedestrians from walking.

#### **F. Pedestrian Environment and Facilities**

The following section describes the pedestrian environment in detail by focusing on the primary paths of travel in the pedestrian district, and includes size of the roadway and its pedestrian facilities.



### ***I. Main Street***

<b>Type of Roadway:</b>	Local Street
<b>Roadway Width:</b>	46 feet
<b>Speed Limit:</b>	25 mph
<b>Average Roadway Speeds:</b>	25 to 30 mph
<b>Parking:</b>	Horizontal, both sides
<b>Sidewalk Widths:</b>	10 to 12 feet

#### **Pedestrian Facilities:**

- ◆ Wide colored sidewalks
- ◆ Decorative light standards
- ◆ Street trees
- ◆ Curb cuts, tactile devices, striped crosswalks



*Main Street in Suisun City includes street parking, wide decorative sidewalks and extensive tree planting.*

Suisun City's downtown district is oriented around Main Street, which provides primary access to the district as well as residential neighborhoods located south of the downtown. As such, Main Street carries considerable vehicle and pedestrian traffic throughout the day, with spikes during the lunch hour and commute periods. One Harbor Center, a recently developed 3-story professional building, anchors the north end of Main Street and the waterfront promenade. Along the east side of Main Street lays public parking and the harbor front promenade. On the west side of Main Street there are a number of one- and two-story commercial businesses and restaurants.



*Extensive street tree plantings, monuments and district banners provide an interesting pedestrian environment on Kellogg Street.*



*Outdoor dining on Kellogg Street faces the promenade, waterfront and public open spaces.*

## 2. Kellogg Street

<b>Type of Roadway:</b>	Local Street
<b>Roadway Width:</b>	32 feet
<b>Speed Limit:</b>	25 mph
<b>Average Roadway Speeds:</b>	25 mph
<b>Parking:</b>	Horizontal, east side only
<b>Sidewalk Widths:</b>	5 to 12 feet

### Pedestrian Facilities:

- ◆ Colored, concrete sidewalks
- ◆ Sidewalk dining and displays
- ◆ Extensive tree plantings and landscaping
- ◆ Decorative light standards

Kellogg Street is a local street one block east of Main Street along the waterfront that extends the downtown south along the waterfront from Main Street. It carries low volumes of residential traffic and is home to the Harbor Theatre, public parking, Delta Cove (a high-density residential development), and a concentration of restaurants that have outdoor seating oriented towards the waterfront and its promenade and public spaces.

### 3. Waterfront Promenade and Harbor Plaza

<b>Type of Roadway:</b>	Pedestrian Promenade
<b>Width:</b>	N/A
<b>Speed Limit:</b>	N/A
<b>Average Roadway Speeds:</b>	N/A
<b>Parking:</b>	Dedicated lot
<b>Sidewalk widths:</b>	16 to 20 feet

#### Pedestrian Facilities:

- ◆ Colored, concrete paving surfaces
- ◆ Benches/seating
- ◆ Decorative pedestrian lighting
- ◆ Decorative iron railings
- ◆ Public plaza
- ◆ Extensive landscaping
- ◆ Public art
- ◆ Stage/amphitheatre
- ◆ Monuments

The waterfront promenade is a 5,000-foot long pedestrian and bicycle pathway that rings Suisun Harbor. It extends roughly from the corner of City Hall, on the eastern side of the Harbor, around to Walnut Street on the southwestern side of the Harbor. The promenade, along with its plaza, open spaces, public dock and fishing access, is a regional destination as well as a pedestrian travel way through the downtown district.



*Suisun City's Harbor Plaza is a focal point along the promenade. The Plaza hosts a variety of events throughout the year, which draw thousands of visitors to the downtown district.*



*Suisun City's waterfront pathways parallel Main Street. Pathways are provided along the waterfront and harbor. Amenities include decorative paving, extensive landscaping and tree planting, and pedestrian amenities including benches, lighting, trash and recycling receptacles, and monuments.*

**METROPOLITAN TRANSPORTATION COMMISSION**  
**PEDESTRIAN DISTRICTS STUDY**  
CASE STUDIES AND COST ESTIMATES

## UC SAN FRANCISCO PARNASSUS MEDICAL CENTER

**Typology:** Urban Institutional

**Location:** San Francisco, City and County

**Size:** The district is ½ mile long corridor of pedestrian activity, four blocks long and one block deep.

### A. District Boundaries and Location

This district is a three block long corridor that runs along Parnassus Avenue between the buildings of the University of California at San Francisco Parnassus Medical Center (UCSF). The district is bounded to the east by Hillpoint Avenue, to the west by Third Avenue, to the north by Carl and Irving Streets and to the south by the open space behind the UCSF medical buildings on that side of Parnassus Avenue. Steep slopes lead up to Parnassus Avenue, providing clear topographic boundaries at the edges of the district. There are no major freeways close to the site; the nearest regional connector is Lincoln Boulevard, just south of the park. The UCSF pedestrian district is located within walking distance of two neighborhood commercial districts – the Irving Street/Ninth Avenue area to the west and Cole Valley to the east. Golden Gate Park is three blocks to the north.

### B. District Overview

Figure 3-10 shows the district boundaries and provides an overview of the district's primary paths of pedestrian travel and the location of major attractors and transit stops in the district, as discussed in more detail below.

#### I. Built Environment

Parnassus Avenue, the core of this pedestrian district, is bordered on both sides by UCSF. The campus is extremely dense and is comprised of 33-acres with 3.7 million gross square feet of development. Most buildings on the site are approximately 12 stories high, although there are a few buildings that are lower, averaging four to five stories in height.



*UCSF is a lively pedestrian district defined by the campus medical building. Wide sidewalks, interesting facades and extensive amenities attract pedestrians.*



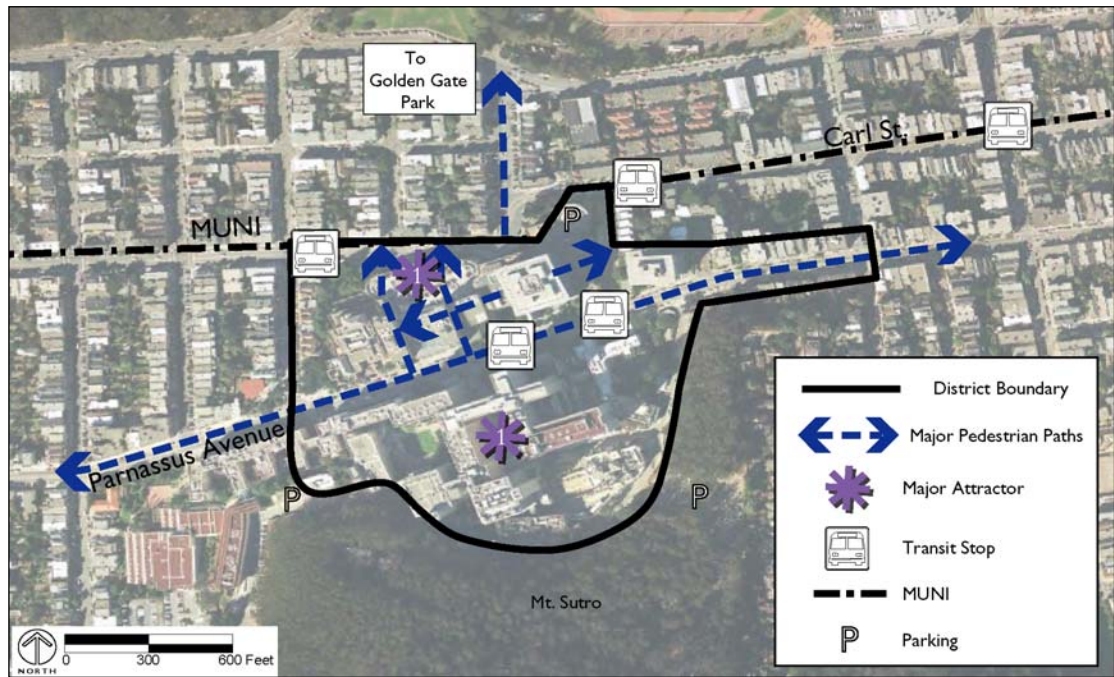


Figure 3-10: UCSF Pedestrian District

Land uses in the medical center include instructional and research facilities, medical and hospital uses, administrative offices, recreational facilities, dining and service retail, housing and parking. UCSF also has two parking garages in the district and two in adjacent areas. There are also a number of two to four story townhouses in the district located on Third, Hillway and Hill Point Avenues. The district is surrounded on all other sides by residential neighborhoods of mixed densities.

## 2. Major Attractors

The key attractor in the area is the UCSF Medical Center (shown as #1 on the figure above), which contains medical, research and educational facilities. Retail, restaurant and service uses located in the UCSF medical center buildings are used by the Center's students, faculty, staff and visitors.

### 3. Transit Service

Service to the UCSF pedestrian district is available on the Muni light rail line, which runs along Carl and Irving Streets, with 7 minute headways during commute hours and 10 to 20 minute headways at other times. The area is also served by three Muni bus lines, with 10 to 12 minute headways during commute hours and 15 to 20 minute headways at other times.



*Muni Light Rail service runs down Carl and Irving Streets below the UCSF campus, bringing many pedestrians to the*

### 4. Pedestrian Paths of Travel

As shown in Figure 3-10, there are five primary pedestrian paths running through the district:

- ◆ Parnassus Avenue between Hill Point Avenue and Third Avenue
- ◆ Two internal pedestrian passages running from Parnassus to Carl and Irving Streets where the Muni light rail line runs and two parking garages are located
- ◆ Hill Point and 3<sup>rd</sup> Avenues also connecting Parnassus to the Muni light rail and parking garages

Most pedestrian activity takes place on Parnassus Avenue, where students, faculty, staff and patients move back and forth between buildings, stop for snacks at food vendors or meet each other on the street to catch up. Although less intense than the activity on Parnassus Avenue, pedestrian travel on the pathways between Parnassus and Carl and Irving Streets is consistent throughout the day as people move back and forth between transit and the district.



*Steep slopes define the boundaries of pedestrian activity on three sides of the district, east (left), west (right) and north (pictured on the previous page). Moderately high density residential uses surround UCSF, housing many students, faculty and staff who walk through the neighborhoods to the campus.*

### C. Planning History

This area has been a pedestrian district since as early as 1954 when the Parnassus location became the official medical center for the entire UC system. As a result of this concentration of medical services, the area was built up with 6 to 12 story buildings designed to facilitate collaboration between doctors, teachers and students. The campus design thus encouraged significant foot traffic between buildings. Although the buildings have been renovated and replaced, UCSF remains a densely developed environment that successfully encourages pedestrian travel between buildings.

Today, the three-block pedestrian district on Parnassus Avenue has such high pedestrian volumes that the City of San Francisco Department of Parking and Traffic (SFDOT) considers the area a high priority location for pedestrian improvements. Along with several other improvements, SFDOT has approved and installed signalized mid-block pedestrian crosswalks with yellow-green pedestrian signs and white ladder painting, something they only allow at very high pedestrian volume locations. UCSF planning staff has conducted numerous transportation studies including a multi-modal analysis to determine what actions would be most effective for improving the district. Addi-



tionally, UCSF has just started an 18-month process to develop design guidelines and a campus master plan.

Most of the improvements in the pedestrian district resulted from requests from UCSF. Although improvements, such as the installation of pedestrian yield signs on the median island at Fourth and Parnassus Avenues, are generally paid for with City funds, UCSF helps to fund the most complex or costly requests.

#### D. Regulatory Framework

This section describes the UCSF long range development plan, which governs development in the pedestrian district, and other City and UCSF efforts that helped create the environment.

The UCSF pedestrian district runs through a University of California campus. As a result, the district is regulated by the *University of California, San Francisco 1996 Long Range Development Plan* (LRDP) and subsequent amendments. Because of impacts on the neighboring community, the LRDP limits total building space at the UCSF to 3,657,266 gross square feet (gsf) and strives to limit the average daily population at the site to 16,000 persons. The LRDP also has a Transit First policy to support transit use and improve the pedestrian environment. Specific Transit First policies include directional signage to facilitate that movement of people between the Medical Center, parking garages and public transit stops and express elevators to facilitate pedestrian access between Irving Street and Parnassus Avenue, which are separated by steep topography.



*UCSF medical center, including the hospitals, research and training facilities is the major attractor to the district. As a state-owned facility, the University is granted planning authority over land use and other regulatory issues.*



*One of two signalized mid-block crosswalks with zebra striping and a median that organize the flow of pedestrian traffic and increase safety on Parnassus Avenue.*

The City of San Francisco does not have specific policies for the development of the UCSF property. However, as mentioned above, San Francisco does have a citywide policy to prioritize installations of pedestrian improvements based on locational characteristics that include pedestrian collision history, high pedestrian volumes, crossing conflicts and the size of arterials. Improvements are also prioritized based on the feasibility, cost and projected impacts of the project. Finally, the City has draft Crosswalk Guidelines to regulate the location, design, installation and removal of crosswalks. These guidelines determine the appropriate type of crosswalk based on street type, pedestrian volumes, safety history, block length, stopping sight distance and mid-block visibility.



*The City of San Francisco installed a “Stop for Pedestrians” sign at the entrance to the UCSF district to slow cars and improve pedestrian safety.*

### **E. Key Findings**

UCSF is a very successful pedestrian district with high pedestrian and vehicle volumes, which makes the area lively. Signalized crossings and significant efforts to provide pedestrian amenities improve the safety, comfort and attractiveness of walking in the area.

The following factors have the greatest impact on creating this pedestrian district:

- ◆ Traffic signals at mid-block crosswalks have been most effective for controlling vehicle speed and forcing car traffic to yield to pedestrians as they travel through the district. They also help channelize pedestrians and minimize jay walking.

- ◆ A narrow street with a clear priority for pedestrian travel has resulted in most through traffic avoiding the street, particularly during peak hours.
- ◆ UCSF's Transit First policy, which limits parking and provides long-distance shuttle vans, ride share vehicles, and tax-deductible transit passes, makes transit travel to the campus more convenient and has been very effective for encouraging pedestrian activity.
- ◆ Trails to the campus through the Mount Sutro Open Space Area encourage people to walk to campus from other neighborhoods and provide an additional amenity to the district.
- ◆ Street trees, plazas, public art and other amenities make the street comfortable and functional for pedestrians.
- ◆ Food vendors, restaurants and retail located in the district are great attractors of pedestrian activity.
- ◆ Turnouts make it possible for buses to wait for the large number of passengers and disabled or elderly riders to exit vehicles without blocking traffic.
- ◆ Pedestrian volume counts have been useful to in ascertaining appropriate improvements for the site.
- ◆ Memoranda of Understanding with large institutions such as UCSF, the University of San Francisco and City College, ensure institutional help for cities to cover the costs of pedestrian improvements on streets in and around major facilities, which are often large generators of pedestrian activity.
- ◆ Organizing crossing points with more crosswalks and signals has been an important step to improving the safety of crossing Parnassus Avenue. The two standard crosswalks that existed before were insufficient



*Extremely wide sidewalks, with special bricked paving and amenities, such as food carts and newspaper racks, make for an attractive pedestrian environment. The extra space provided on the sidewalks spreads out walking traffic and avoids congestion.*



*Trucks making deliveries to UCSF often park in the middle of Parnassus Avenue to deliver supplies because of the highly limited space available.*

for the high pedestrian volumes in the area.

While UCSF currently operates well as a pedestrian district, a few changes or improvements could be made, such as:



*Turnouts provide a location for shuttles to pull out of the flow of traffic to load passengers. this feature increases both safety and convenience, particularly for the many disabled, injured or elderly people who come to the district for medical care.*

- ◆ Conflicts between pedestrians and vehicles continue to be a major challenge in the district. Pedestrians tend to cross Parnassus Avenue at or near the entry points into the district while cars, coming up into the district cannot see them because of the steep slopes.
- ◆ “Yield to Pedestrians” signs at district entry points indicate to cars that pedestrians are present and make them more visible in crosswalks to a certain extent. However, traffic continues to enter the district too quickly. The Yield to Pedestrian signs on unraised median do not ensure that vehicles slow down and the signs are often damaged or torn up as cars turn left at intersections tend to hit the signs. Locating pop-up signs three to four feet from intersections would improve their longevity.
- ◆ Gateways into the district are insufficiently marked and signaled, in particular because the steep slopes on Parnassus Avenue approaching the district limit visibility. Signs indicating entry into the district could help slow vehicular traffic and prepare drivers for a high number of pedestrians.
- ◆ Clear paths of travel, particularly well-signed routes to key destinations, are important for organizing the flow of pedestrian travel. Recent surveys of UCSF students, faculty and staff have indicated that wayfinding aids may need to be improved in the district to more clearly indicate routes.

- ◆ Given the topography of the site, there are very few locations to accommodate truck loading. Thus, UCSF has allowed trucks to park in the median to unload their goods. This is functional, but unattractive. It also increases congestion on the street and results in workers involved in loading and unloading materials crossing the street mid-block.

#### **F. Pedestrian Environment and Facilities**

The following sections describe the key pedestrian paths in the pedestrian district including primary roadways and other components such as internal pedestrian passageways. For each path, the size of the travel-way and the pedestrian facilities present are described.





*Parnassus Avenue has a striped, unraised median that narrows lanes and slows traffic.*



*Wide sidewalks, paved with brick give the district a distinctive atmosphere. Many attractive entrances, including this wide staircase indicate the importance of the buildings in the district.*

### **I. Parnassus Avenue**

<b>Type of Roadway:</b>	Local
<b>Roadway width:</b>	46-50 feet wide
<b>Speed Limit:</b>	25 mph
<b>Average Roadway Speeds:</b>	15 mph
<b>Parking:</b>	Horizontal on-street, loading zones and structured
<b>Sidewalk widths:</b>	8-14 feet wide with tree wells

#### **Pedestrian Facilities:**

- ◆ Drop-off areas with bulb-outs
- ◆ Pedestrian ramps at intersections and drop-off areas
- ◆ Two signalized mid-block crosswalks with unraised median
- ◆ Countdown with audible cues
- ◆ Yellow-green pedestrian signs
- ◆ "Stop for Pedestrians" signs at unsignalized intersections
- ◆ Special Paving for sidewalks and four pedestrian plazas with extensive seating, including one covered area
- ◆ Food vendors and a cafe with outdoor seating
- ◆ Landscaping and street trees with decorative grates
- ◆ Bus shelters, information kiosks, news racks and public art
- ◆ Raised pedestrian islands and painted medians

Parnassus Avenue, a two-lane, two directional street with wide sidewalks, street trees and several plazas, patios and seating areas is the major pedestrian path in the district. Food vendors are permitted on the sidewalk in front of the main hospital entrance. This and other pedestrian amenities make the street comfortable for walking. Parnassus Avenue sees the bulk of the district's activity and experiences high volumes of pedestrian traffic from students, doctors and patients moving between buildings. Pedestrian activity is pretty constant throughout the day. People tend to congregate at the entrances to medical buildings and at food carts, bus stops and plazas.

## 2. Hillway Avenue

<b>Type of Roadway:</b>	Local
<b>Roadway width:</b>	40 feet wide
<b>Speed Limit:</b>	25 mph
<b>Average Roadway Speeds:</b>	20-25 mph
<b>Parking:</b>	Vertical on-street and structured
<b>Sidewalk widths:</b>	5 feet wide

### Pedestrian Facilities:

- ◆ Pedestrian crossings
- ◆ Standard crosswalk markings
- ◆ Street trees

Hillway Avenue provides a major pedestrian connection to the light rail line that provides transit to the pedestrian district, as well as to parking garages that are located along Carl and Irving Streets. The street is steep, but has attractive sidewalks and street trees. Thus, it is well used by people coming to and leaving UCSF. Activity is relatively constant throughout the day.



*Hillway Avenue descends rapidly down from Parnassus Avenue to Carl Street below. Vertical parking on one side of the street slows traffic.*

### 3. Third Avenue

<b>Type of Roadway:</b>	Local
<b>Roadway width:</b>	40 feet wide
<b>Speed Limit:</b>	25 mph
<b>Average Roadway Speeds:</b>	20-25 mph
<b>Parking:</b>	Vertical o-street and structured
<b>Sidewalk widths:</b>	5 feet wide

**Pedestrian Facilities:**

- ◆ Standard crosswalk markings
- ◆ Vertical parking as buffer to pedestrians
- ◆ Street trees



*Steeply descending Third Street is the western border of the district.*

Like Hillway Avenue, Third Avenue provides a major pedestrian connection to the light rail line that provides transit to the district, as well as to parking garages that are located along Carl and Irving Streets. Third Avenue is also a route used by pedestrians walking to the Irving Street/Ninth Avenue shopping district, six blocks to the west. The street is steep, but has attractive sidewalks and street trees. Pedestrians travel regularly throughout the day along Third Avenue to and from Carl and Irving Streets below to Parnassus Avenue above.



#### 4. Carl Street and Irving Streets

<b>Type of Roadway:</b>	Arterial
<b>Roadway width:</b>	32-40 feet wide
<b>Speed Limit:</b>	25 mph
<b>Average Roadway Speeds:</b>	25 – 30 mph
<b>Parking:</b>	Structured
<b>Sidewalk widths:</b>	10-15 feet wide

##### **Pedestrian Facilities:**

- ◆ Street trees
- ◆ Bus shelters
- ◆ ADA accessible light rail stops
- ◆ Striped crosswalks
- ◆ Information kiosks

Carl and Irving Streets run along the northern boundary of the pedestrian district. The two streets form one corridor, which bends from Carl to Irving approximately mid-way along the boundary of the UCSF pedestrian district. The N-Judah Muni light rail line runs along these two streets, providing a major connection to the rest of San Francisco. Carl and Irving streets also provide a primary car route between Cole Valley and the Irving Street/Ninth Avenue shopping district.

Most pedestrian activity on Carl and Irving Streets is directed towards the Muni light rail line that runs along the corridor. Some pedestrians also cross these two streets to access cars parked in the surrounding neighborhoods or travel to Golden Gate Park, three blocks from the pedestrian district.



*The transit provided by Muni light rail is a crucial factor to the success of the pedestrian district. The reliable and frequent service makes it possible for many UCSF visitors to travel without cars and thus to explore the district on foot.*



*There is very limited parking in the UCSF district. Parking garages on Carl and Irving Streets accommodate most cars brought to the district.*



*This pedestrian walkway passes through the parking garage down to Irving Street below.*

## 5. Internal Pedestrian Passages

<b>Type of Roadway:</b>	Internal Pedestrian Pathway
<b>Roadway width:</b>	N/A
<b>Speed Limit:</b>	N/A
<b>Average Roadway Speeds:</b>	N/A
<b>Parking:</b>	Structured
<b>Sidewalk widths:</b>	10-15 feet wide

### Pedestrian Facilities:

- ◆ High speed elevator
- ◆ Signage
- ◆ Retail and restaurant services



*Millberry Hall also provides a pedestrian passage, past several shops and restaurants down to the streets and Muni light rail north of UCSF.*

Internal pedestrian paths run through Millberry Hall, a medical building on the north side of campus with express elevators to the lower street level. Another internal pedestrian passage runs through a parking garage that can be entered from both Parnassus Avenue and Irving Street below. These internal passages are an important component of the pedestrian network connecting UCSF to the surrounding neighborhood and light rail line. The steep topography of the site makes passage to the lower streets difficult. Internal passages provide convenient and space efficient travel routes for pedestrians. Foot traffic passes back and forth through the medical building and parking garage to access the Muni light rail line.

## HACIENDA BUSINESS PARK

**Typology:** Suburban Employment Center

**Location:** Pleasanton, Alameda County

**Size:** Approximately 875 gross acres,  
730 net acre

### A. District Boundaries and Location

As seen in Figure 3-11, Hacienda Business Park is located just south of Interstate 580 and east of Interstate 680 in the City of Pleasanton, about equidistant to San Francisco to the northwest, Silicon Valley to the southwest and the Central Valley to the east. Hacienda Business Park is bordered on the west by Hopyard Road, to the north by Owens and Rosewood Drives, to the east generally by Tassajara Creek and to the south by Arroyo Mocho Canal. Chabot Canal runs through the park, paralleling Hopyard Road. Industrial uses flank the business park at the northern end of the district. Residential neighborhoods have been built all around the district to the south.

Although it has the potential to become an area that encourages pedestrian activity, the Hacienda Business Park is not yet a true pedestrian district. However, as described below, efforts are underway to improve the pedestrian orientation of the Park and make it into a good model for other communities in the Suburban Employment Center typology.

### B. District Overview

Figure 3-11 shows district boundaries, primary paths of pedestrian travel, major attractors and transit stops in the area, as discussed below.



*Wide roadways run throughout Hacienda Business Park, with basic pedestrian infrastructure such as crosswalks.*



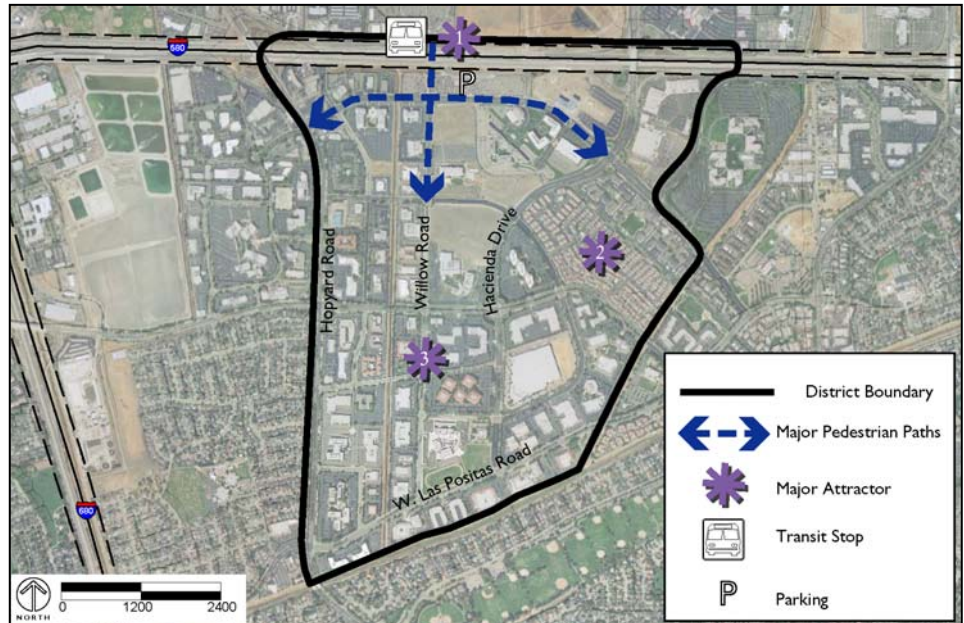


Figure 3-11: Hacienda Business Park Pedestrian District

### I. Built Environment

Hacienda Business Park was originally built as a conventional office park with wide streets and large office buildings surrounded by parking. The land uses in the district still largely reflect the original plan of the park. There is just over 5,365,000 million square feet of four- to five-story mid-rise offices and close to 1,660,000 square feet of one- to three story research and development or flex space. However, Hacienda Business Park is not entirely office uses. Today, there are approximately 1,500 residential units housing close to 3,500 residents in two apartment complexes, 300 single-family homes and a similar number of townhouses. In addition, there is approximately 920,000 square feet of mixed commercial uses including restaurants and neighborhood retail.

### 2. Major Attractors

The key attractors in the area are shown on Figure 3-11 and include the following (as numbered below):

1. The Dublin Pleasanton BART Station, which is the largest generator of pedestrian activity.
2. The housing located east of Hacienda Drive. Although residents typically drive to and from their homes, some walk around the Park recreationally.
3. The Park itself, which attracts some pedestrians from the BART station each morning and evening, and also generates some pedestrian travel around the lunch hour.

### 3. Transit Service

BART connects the business park to Oakland, Berkeley and San Francisco as well as other regional destinations. Hacienda is a 30- to 50-minute BART ride from these destinations. Headways are 15 minutes during the week and 20 minutes on Saturdays. The Altamont Commuter Express (ACE) train connects the business park to the Central Valley. This train runs six times a day, approximately every hour three times during the morning and three times during the evening commute. As the eastern terminus of the BART system and the mass transit hub of the I-680 corridor, Hacienda is served by seven additional transit providers that provide service throughout the Bay Area and the Central Valley, including the County Connection, the San Joaquin Commuter, Amtrak bus service and Livermore Alameda Valley Transit Authority (LAVTA) Wheels buses.

### 4. Pedestrian Paths of Travel

As already mentioned, the Hacienda Business Park is still in the developmental stage in terms of pedestrian amenities and activity. The only clear pedestrian routes link the BART



*While the BART Station is adjacent to Hacienda Business Park, pedestrians must cross multiple parking lots before reaching the closest park in the Park.*



*Pedestrians create their own paths out of the BART station that are more direct than walking through a large parking lot.*

station and the nearest office and residential uses, as shown in Figure 3-11.

### C. Planning History

As its name suggests, Hacienda Business Park is predominantly a large corporate campus. However, recent planning efforts are beginning to turn the Park into a more mixed-use area with residential and retail uses as well as office and improve access to

transit to promote walking.

Construction of the Park began in 1982, and the first office building was completed in August 1983. The roads for the site were built with six to eight wide lanes and projected to carry very high volumes of vehicle traffic. Almost every building was built within a large sea of parking to serve the corporate tenants. Minimal pedestrian amenities built.



*Development on infill sites would shorten perceived walking distances between building and add pedestrian interest along the street.*

The transformation of the district began in the economic downturn of the 1990s reduced the attractiveness of office

space and led the developers to consider other types of uses that might be successful at the site. Market analyses indicated that both residential and retail uses were in high demand in the area. With this information in hand, the City of Pleasanton rezoned the area from an office designation to a Planned Unit Development (PUD) designation that allows a mix of uses.

Another major change that effected the course of development was the construction of the Dublin/Pleasanton BART station adjacent to the Hacienda Business Park. Bringing BART within walking distance of the district created regional connections that brought the businesses in the park in contact with a much larger labor market and encouraged employees to travel to work by transit. The addition of a BART station adjacent to the Park also created an opportunity to reduce dependence on the automobile to get to and from the site and increased opportunities for walking from transit to destinations within the Park.



*Multi-family housing was built in the Park in the 1990s.*

While the shift to a greater mix of uses and improved transit infrastructure has improved the pedestrian orientation of Hacienda Business Park, the built environment of the Park still reflects the original intention of the developers. Wide streets provide significantly more vehicle capacity than is currently necessary for the site and provide an uncomfortable walking environment, even where sidewalks and crosswalks are present. Parking lots break up the visual landscape and increase perceived distances between buildings, reducing the appeal of walking.

Hacienda Business Park is a potential pedestrian district because the City and land owners involved in the project understand the challenges and have taken steps to rectify them. The Business Park owners are currently drafting a specific plan with the clear goal of creating a functional and attractive pedestrian district. This process is being undertaken at the same time that the city is updating its General Plan with similar intentions for the area.

The City also recently received a Station Area Planning Grant from MTC to help fund the specific plan.

The planning process has just begun and will focus on the portion of the Park closest to the BART station. Five sites have been identified in this area where land owners have agreed to explore pedestrian oriented redevelopment. Strategically located either near the BART station, close to residential areas or towards the edge of the business park, these sites provide opportunities for infill development on parking lots surrounding buildings. In addition, the Hacienda Business Park Specific Plan will consider improvements to pedestrian access to BART which might include road narrowing; adding sidewalks, street trees and crosswalks in front of the station; or building a clear and convenient pedestrian path from the street through the BART parking lot. Design guidelines will also be developed to guide future development projects.

#### **D. Regulatory Framework**

Hacienda Business Park is a mixed-use planned unit development (PUD) of distinction and quality. At 854 acres, Hacienda is the largest such development in Northern California. All infrastructure improvements for Hacienda are complete, and over eight million square feet of space has been developed to date. Land uses allowed by the PUD include 4 and 5-story mid-rise office; 2 and 3-story garden office; 1 and 2-story "office/flex", 16 units/acre residential development and retail/commercial development. As currently zoned, the Park can contain approximately 11 million square feet of office, R&D, commercial and residential space. Within the business park, there are different types of PUD zoning. Most of the land is zoned for a mix of industrial, commercial and office uses. There is also space designated for high density residential as well as public and institutional uses.



### E. Key Findings

Overall, the Hacienda Business Park has a long way to go to become a true pedestrian district. The regulatory framework allowing a mix of uses and the Park's proximity to BART make the location very attractive as easily accessible. However, the built environment as it currently exists is not conducive to walking. The following strategies would have the greatest impact in transforming the business park into a pedestrian district. Many of these are already being considered as part of the planning process currently underway.

- ◆ Reducing the width of streets by removing lanes and installing medians and sidewalks would greatly increase pedestrian comfort and safety. Although future traffic volumes should be taken into account, the district currently has more roadway capacity than is necessary for the volume of cars that use the site. Thus road narrowing appears feasible.
- ◆ Improving pedestrian connections between the developed parcels and the BART station as well as to other transit providers. While crosswalks and sidewalks already exist on most streets in the Park, additional pedestrian facilities such as pedestrian lighting, directional signage and amenities such as benches and more landscaping would help create distinct paths of travel and make the large roadways more conducive to walking.
- ◆ Encouraging higher density infill development, particularly in the areas closest to the transit station and on existing surface parking lots, to create an interesting street frontage more appealing for pedestrians than empty parking lots.



*Access to the BART station from the Park is across a parking lot and under the freeway.*

- ◆ Designing and siting new buildings with minimal setbacks and with a pedestrian orientation towards sidewalks, including entryways facing the street (not a parking lot) and attractive facades.
- ◆ Encouraging more active uses such as retail along current or potential major pedestrian paths, including near the BART station.
- ◆ Focusing on the improvement of the public realm through the installation of street trees, plazas, public art, and seating for pedestrians.
- ◆ Creating a distinctive and interesting street front along major pathways through the introduction of design guidance that encourages interesting and pedestrian oriented façades.
- ◆ Building high quality residential housing units within walking distance (a half mile at most) of the transit station.
- ◆ Creating pedestrian connections between the Hacienda Business Park and the City of Pleasanton by using existing trails or planning new trails to connect the areas and by designating major pedestrian pathways between nearby residential uses and the district and installing significant pedestrian amenities along these streets. The Iron Horse Trail is one such trail proposed to continue south from its terminus at the Bart station and continue south on Owens Street. In addition, Chabot and Arroyo Mocho Canals could also be improved as pedestrian and bicycle paths traveling through the park and connecting to other points in Pleasanton.

## F. Pedestrian Environment and Facilities

As noted earlier, there are currently only limited pedestrian facilities in the Hacienda Business Park. Virtually all roadways are six to eight lanes wide, with sidewalks. Because of their size, the majority of roadways include signalized intersections with white-striped crosswalks. Some crosswalks also include colored paving. Some intersection also have landscaped medians to reduce the distance pedestrians need to cross. The photos below show examples of the existing roadways in the Park, and the type of pedestrian infrastructure that exists.



*Most roadways in the Park are six to eight lanes.*



*Because of their size, all intersections in the Park have traffic signals and crosswalks.*



*An example of the landscaped median that help reduce the perceived distance crossing the Park's wide streets.*

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